



Visioning Conference Gateway Park Area

Oakland, California

Thursday, July 10, 2008

10:00 a.m. - 1:00 p.m.

Mission Bay Office, 325 Burma Road

Welcome Packet





TOLL BRIDGE PROGRAM OVERSIGHT COMMITTEE

CALTRANS BAY AREA TOLL AUTHORITY CALIFORNIA TRANSPORTATION COMMISSION

June 26, 2008

To: Key Stakeholder Agencies
From: Toll Bridge Program Oversight Committee
Re: Visioning Conference - Gateway Park Area

On behalf of the Toll Bridge Program Oversight Committee (TBPOC), we invite you to the Gateway Park Area Visioning Conference, an incredible opportunity to shape the future of this area. The TBPOC is composed of the directors of the California Department of Transportation (Caltrans), the Bay Area Toll Authority (BATA), and the California Transportation Commission (CTC). Established by state legislation in 2005, the TBPOC is charged with joint oversight and control of the Toll Bridge Seismic Retrofit Program.

The purpose of the Visioning Conference is three-fold:

1. **To understand the vision and clarify the opportunities** in developing this important regional park area.
2. **To decide on the conceptual scope** of the park and adjacent land, and reach general consensus on guiding principles for the area.
3. **To define the roles and responsibilities of the participating stakeholder agencies** in planning for the preferred option.

The conference is scheduled for **Thursday, July 10, 2008, 10:00am to 1:00pm**, and will be held at the Caltrans Mission Bay Office at 325 Burma Road in West Oakland. The conference participants include: Honorable Ron Dellums, Mayor of Oakland; Will Travis, Executive Director of San Francisco Bay Conservation and Development Commission (BCDC); Pat O'Brien, General Manager of East Bay Regional Park District (EBRPD); and key decision makers from the Port of Oakland, East Bay Municipal Utility District (EBMUD), Association of Bay Area Governments (ABAG), Alameda County Transportation Improvement Authority (ACTIA), U.S. Fish and Wildlife, and the TBPOC.

Possibilities for the Gateway Park Area are already being explored. A Working Group consisting of key stakeholder agencies was formed a few months ago and has been meeting in preparation for this conference. This area, perhaps more than any other site in the region, has the potential to embody both natural and cultural aspects that characterize the rich diversity of the Bay Area. It calls for inclusiveness and celebration, for "gateway" in the broadest sense. This area asks one thing: think big!

As the TBPOC, we want to make this region integrated and vibrant, and ensure that our existing and future facilities are compatible with other planning and development efforts in the area. From historic transportation and military uses to future park, museum and redevelopment opportunities, the Gateway Park Area has great potential.

In this packet you will find material to inspire you in preparation for the Visioning Conference. We look forward to seeing you on July 10.

Sincerely,

Will Kempton, Chair
Director
California Department of Transportation

Steve Heminger
Executive Director
Bay Area Toll Authority

John F. Barna, Jr.
Executive Director
California Transportation Commission



Agenda

Visioning Conference - Gateway Park Area

Thursday, July 10, 2008

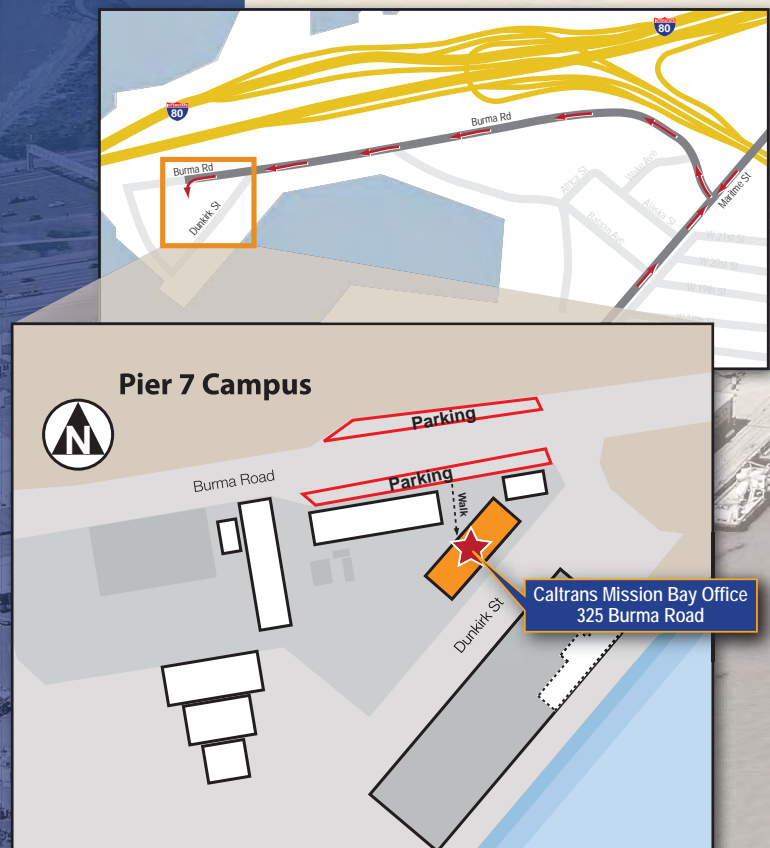
10:00am-1:00pm

Mission Bay Office, 325 Burma Road, Oakland

- | | |
|---------------|---|
| 10:00 - 10:05 | Purpose of Conference <ul style="list-style-type: none"> • Carmen Clark, Facilitator |
| 10:05 - 10:10 | Welcome <ul style="list-style-type: none"> • Will Kempton, Chair, Toll Bridge Program Oversight Committee • Mayor Ron Dellums, City of Oakland |
| 10:10 - 10:15 | Regional Perspective & Opportunities <ul style="list-style-type: none"> • Will Travis, Executive Director, BCDC |
| 10:15 - 10:30 | Property Owner Perspectives <ul style="list-style-type: none"> • Gateway Park
Pat O'Brien, General Manager, EBRPD • West Gateway Development
Dan Lindheim, Director, Community and Economic Development Agency, City of Oakland • Caltrans Maintenance Complex and Beyond
Tony Anziano, Toll Bridge Program Manager, Caltrans |
| 10:30 - 10:45 | Design Perspectives <ul style="list-style-type: none"> • Park Background
Clive Endress, Senior Landscape Architect, Caltrans • Geographic Scope & Guiding Principles
Brad McCrea, Bay Development Design Analyst, BCDC • Precedents & Possibilities
Rick Phillips, Urban Design Director, HNTB |
| 10:45 - 12:30 | Brainstorming Session <ul style="list-style-type: none"> • Group discussion and consensus |
| 12:30 - 1:00 | Recap of Key Issues |
- BBQ lunch to be served following the Visioning Conference*

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PAST

The Gateway Park Area has a rich and diverse history that is centered around industrial, military and transportation uses. Transportation uses began in the mid 19th century and have expanded over time from port to rail and eventually highway uses.

"The Oakland Army Base is becoming an international hub for world trade, retail, and innovative technologies... This is the perfect time to attract strategic industries and strengthen partnerships."

- Mayor Ron Dellums
City of Oakland

- The Southern Pacific Railroad built the **Oakland Mole** in 1882 to protect the harbor and provide a connection to transbay ferry services via a rail pier. The Oakland Mole supported transbay ferry service until its demolition in 1965 to make way for the construction of the BART Transbay Tube and expansion of the Port of Oakland.
- The **Key System Substation** still exists today. Built in 1925/26, the substation served the Key System, powered the rail pier to the transbay ferries, and later powered trains onto the new Bay Bridge. The Caltrans Substation was built in 1939 adjacent to the Key System Substation to provide electricity for both rail and general bridge purposes.
- The **Interurban Electric Railway Bridge Yard Shop (IERBYS)** warehouse, also known as the "sawtooth building", is another historic building in the Gateway Park Area. Originally serving as a rail yard and shop, today it serves as the Bay Bridge maintenance and paint shop.
- The **Port of Oakland** is located to the south of the Gateway Park Area. The Port is the fourth largest container port in the U.S. with ten container terminals and two intermodal rail facilities. Since its establishment in 1927, the port continues to grow in order to meet demand for goods movement.
- The **Oakland Army Base** served as a transportation port and distribution terminal for the Department of the Army since the early 1940s. The base was officially closed in 1999. In 2003, the former base (consisting of approximately 364 acres) was transferred to the Oakland Redevelopment Agency and the Port of Oakland.

Rail Pier, Key System Substation, and Construction of New Bay Bridge

PRESENT

Present

For over 100 years, the Gateway Park site has been a crossroads for transportation. Its position in the center of the San Francisco Bay Area also makes it a genuine 'hub' in terms of bay scenery, ecology, and geographic prominence. These factors, along with the site's historic importance, provide an opportunity to create a compelling vision for the area's redevelopment. The following section presents an overview of both the opportunities and constraints from the perspectives of environmental issues, land ownership, utilities, and existing structures.



Environmental Issues

Biological - The Gateway Park Area is home to a variety of birds and native plants. Its proximity to the restored Emeryville Crescent (adjacent to the north) makes it a magnet for current and future habitats. Endangered species found in the area include the California Clapper Rail and California Least Tern.



Hazardous Materials - Soil and groundwater contaminants have been documented on the site. Based on historic uses of the site, contamination likely stems from former military uses. A more detailed investigation will be needed.

Visual - There are many visual resources at the site area. These resources include spectacular viewsheds of the East Bay Hills, Port of Oakland, San Bruno Hills on the Peninsula, skyline of San Francisco and Yerba Buena Island, Angel Island and the hills of Marin County. The existing double-decked Bay Bridge East Span will be replaced by a sleek and elegant span carrying two roadway decks side-by-side. The new structure will enhance expansive views of motorists, bicyclists, and pedestrians, including views of the future Gateway Park and adjacent area. The site is also characterized by two lighted billboards (representing 2 of 3 easements).

Land Ownership

As illustrated in the context map on pages 6 and 7 of this packet, the Gateway Park Area is composed of several separate parcels and land owners. Although the existing use is primarily transportation related, a large part of the area will be dedicated to park usage. In order to create a seamless park experience, the landowners and other key stakeholders must create a win-win strategy and work towards a greater vision.

PRESENT

Present

Property owners in the Gateway Park Area include the EBRPD, Oakland Redevelopment Agency (ORA), Port of Oakland, Pacific Gas & Electric Company (PG&E), and Caltrans, which controls a significant amount of right-of-way. Land ownership is presented in more detail in the context map.

- **Caltrans** right-of-way extends along the I-80 Freeway and Burma Road. It is noted in orange shading in the context map.
- **EBRPD** will assume ownership of the land south of Burma Road and west of Pier 7, as shown as #1 in the context map. The EBRPD will be charged with the development and maintenance of this 15-acre park when the land is transferred from the U.S. Department of Interior.
- **ORA** owns a 34-acre "West Gateway Area" noted as #4 in the context map. Currently, the West Gateway Area is leased to Caltrans as the new East Span construction campus. In addition, the ORA owns Central Gateway (noted as #5), East Gateway (noted as #6), and the proposed Auto Mall (noted as #7) in the Gateway Park Area.
- **PG&E** owns a small parcel of land on which a PG&E substation is located.
- **Port of Oakland**, located to the southeast of the study area, is a vast and high activity area for the fourth largest port in the U.S.



Interurban Electric Railway Bridge Yard Shop (IERBYS) Building

Utilities

PG&E operates high voltage lines which tie into the PG&E substation. PG&E also owns a vault where the high voltage lines and submarine cables are connected.



EBMUD Pump Station

The **EBMUD** owns and maintains an outfall line that extends from its treatment facility near the Oakland Maze out to the bay. This line parallels Burma Road and cannot be built upon, except for a bridge that provides access across the outfall area. The EBMUD also has a dechlorination facility, which treats effluent sent from the main treatment facility, and a pump station at the tip of the future Gateway Park.



Key System Substation

Existing Structures

Key System Substation - Historic substation originally provided electricity for trains to the rail pier from this site, and later powered trains on the Bay Bridge, before all lanes were converted to auto traffic. The substation now serves primarily as a Caltrans storage facility.

Caltrans Substation - provides electricity for Caltrans operations on the Bay Bridge.

IERBYS Building - Historic building that provides support and storage for Caltrans Bay Bridge maintenance and operations.

The PG&E substation, EBMUD dechlorination facility and pump station are also located near the tip of the future Gateway Park.

FUTURE

Future

The future of the Gateway Park Area is bright and full of possibilities, and we must “think big” in order to take advantage of this once-in-a-lifetime opportunity. Currently, many planning efforts are already underway, including the following:

- **City of Oakland** - redevelopment of the former Oakland Army Base property
- **Port of Oakland** - port expansion
- **EBRPD** - development of the new Gateway Park
- **EBMUD** - facility expansion
- **Caltrans**
 - new maintenance complex
 - public access permit requirements (bike path, landscaping, etc.)
 - historic preservation requirements



Bicycle/Pedestrian Pathway on New East Span

In visioning the future of this area, two themes stand out: Community and Connections.

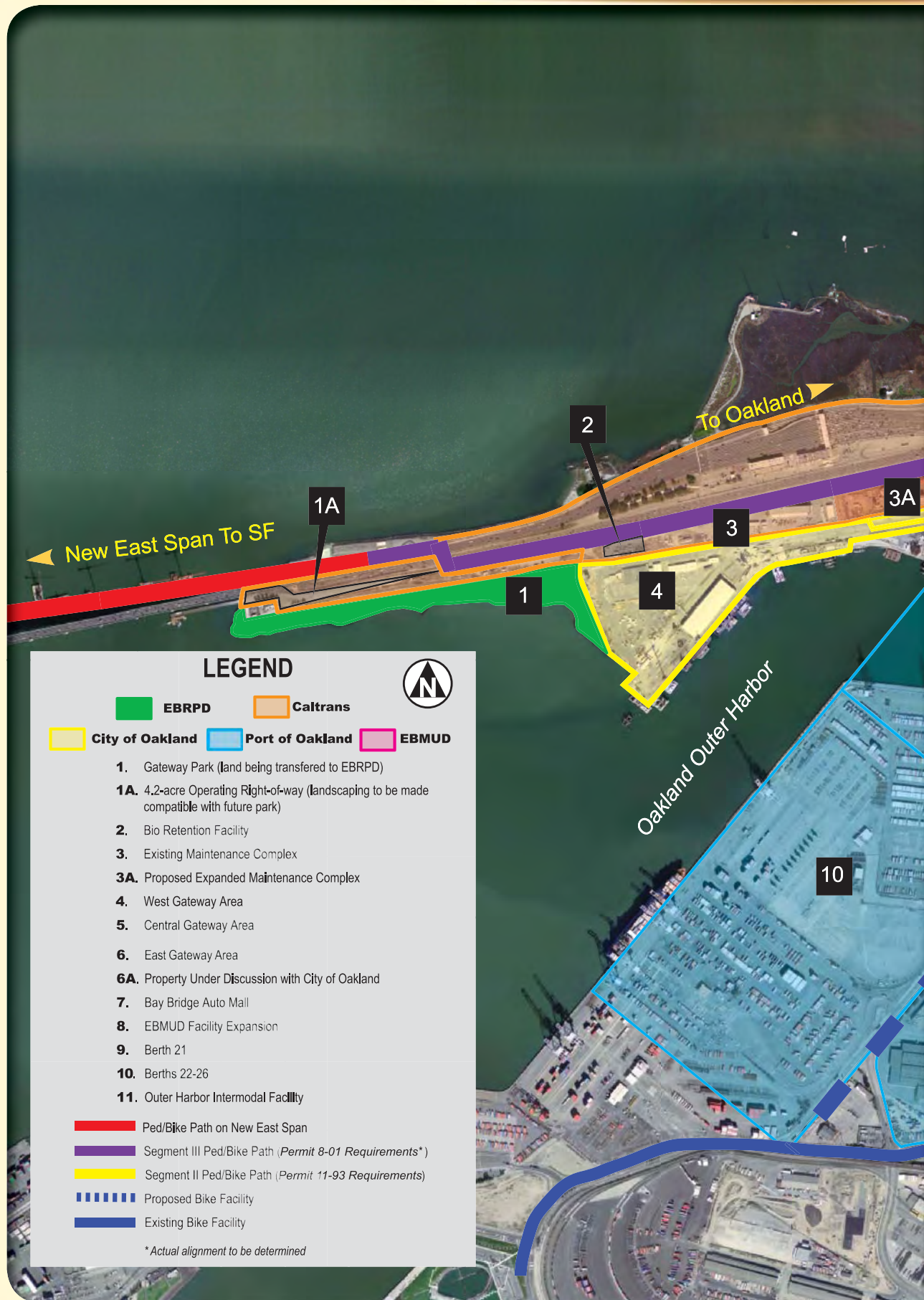
Community - The Gateway Park Area has the potential of being a great gathering place for the diverse communities of the Bay Area where visitors feel a sense of ownership and pride. Great public spaces, signature architecture, public waterfront, natural parkland, walkways and trails, places of intense activity and quiet contemplation – all are called forth by the theme of community.

Connections - At the Bay Area's geographic center, the Gateway Park Area is at a crossroads. The Bay Bridge carries vehicles - and soon, bicyclists and pedestrians. The Bay Trail and the Bay Bridge will meet at the site, a nexus of the Bay Area's regional network of bike trails and walking paths.

In a greater sense, the theme “connections” defines the core vision of the future Gateway Park Area. Connections are physical – the area is a hub of regional transportation, linking the Peninsula and the East Bay. Connections are cultural – the park could be a meeting place of the Bay Area's diverse communities. Connections are historic – the rich histories of rail, road, and water transportation have all passed through this place and left their imprint. Behind all of this is another connection, one that captures the great experiment of human settlement in the Bay Area: the meeting of the natural and the manmade, a connection sometimes grand, often tangled, ever fascinating.

One thing is clear. An opportunity like Gateway Park comes around rarely. This is a moment for the people of the Bay Area to seize the day. A great vision will lead to great action, and a great place will be created, equal to its very special location in the region. Considerations for the future planning of the Gateway Park Area are explored further on pages 8 through 14 with the presentation of Options and Analogies.

CONTEXT MAP





OPTIONS AND ANALOGIES

Options and Analogies

The following section provides options and analogies for your inspiration in brainstorming the future of the Gateway Park Area. Three options, Options A, B and C, are presented for your consideration and discussion. Preliminary geographic outlines and approximate acreages for each option are presented on pages 9 through 11.

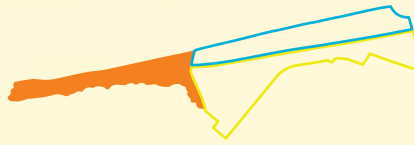
Analogy exhibits, as shown on pages 12 through 14, illustrate the principles expressed in civic icons such as the Sydney Opera House, and more locally, the California Academy of Sciences at Golden Gate Park, and the Letterman Digital Arts Center at the Presidio of San Francisco. The designers of these facilities were able to activate the salient themes of their given sites, and carry them through to compelling, successful designs that interact with the greater landscape, and respectfully reminisce what has come before.



Future West Gateway Development Area



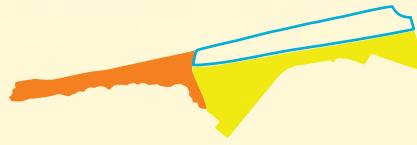
OPTION A



Option A:

Option A represents approximately 20 acres of parkland, consisting primarily of the future EBRPD Gateway Park. Potential land uses include park and ancillary uses, such as habitat enhancement, shoreline access, pedestrian/bicycle pathway, and parking lot. Due to the limited size and shape of the site, construction of new buildings will be limited.

OPTION B



Option B:

Option B represents an area totaling approximately 55 acres, including land owned by the City of Oakland. Future land uses under this option are to be determined. The City of Oakland's West Gateway Development would be master planned, provide a shoreline park along the Outer Harbor, and be integrated with the future Gateway Park. Visitors would have a seamless experience traveling along the new Burma Road due to well-coordinated and designed buildings and landscaping implemented throughout this option.

OPTION C



Option C:

Option C represents an area totaling approximately 70 acres, including land currently used for Caltrans operations and maintenance, and land earmarked for expansion of the Caltrans Maintenance Complex (to be relocated partially or entirely under this option). Future land uses under this option are to be determined. Visitors would have a seamless experience traveling along the new Burma Road due to well-coordinated and designed buildings and landscaping implemented throughout this option.

ANALOGY

place



ecology



history



place

: 'creating an icon'; a formal expression of use and context

case study: Sydney Opera House

location: sydney, nsw, australia

complete: 1973

designers: jørn utzon, arup and partners

design intent: dramatic experience of shoreline coupled with an ethereal roofscape, echoing the interior volumes

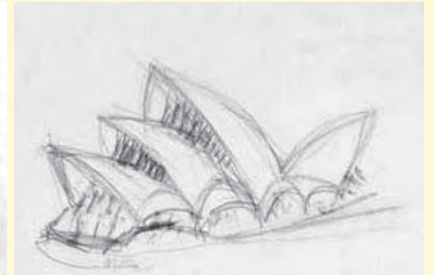
The world's most revered public places are eloquent expressions of location, function, and time. Based in the dictum that "form follows function", the modern era has produced many spaces and structures that lack warmth and local connection. However, modern design at its best, grounded in function, finds full expression in the art of symbolic form-making. The symbols are found in the history, culture, and physical attributes of place. When expressions of function and place combine, magic happens. In the 21st century, this is how great places are created.

"Form follows function - that has been misunderstood.

Form and function should be one, joined in a spiritual union."

- frank lloyd wright

envision: exploring symbols that express the site.



design: where function meets context, a city finds its icon.



sydney opera house - sydney, australia

another example: design that emerges.



convention and exhibition centre - vancouver, canada

ANALOGY

place



ecology



history



history : design as an expression of the site's historic virtues

case study: Letterman Digital Arts Center

location: presidio, san francisco, ca

complete: 2005

designers: george lucas, gensler, HKS,
lawrence halprin

design intent: preserve character of
presidio architecture

Drawing on references from the past, a site can be designed to respect the former uses, while simultaneously creating new activity, engaging users to contemplate, and validate the trials, struggles, and triumphs of human experience.

The Letterman Digital Arts Center, a certified LEED Gold project, has brought new use to a site formerly occupied by a military hospital. Out of respect of the greater Presidio, the buildings were designed to honor the historic aesthetic of the former military base. The buildings, though built with modern materials, still invite the visitor to experience the site in reference to its rich history.

Letterman also "rethinks" the historic use of the site. While the past military use defended the city from external force, the site "defends" our environment and promotes sustainability. Combining Letterman and the redevelopment of the Crissy Field area as a lagoon and estuary, promotes the future of the Presidio as a model for environmental sustainability.

"Whether it is celebrated or rejected, attended to or ignored, the past is omnipresent."

- david lowental



connect: research historic
uses of site - how can these
inform design?

reflect: activate site as a looking glass for
future generations.

another example: design that remembers.



letterman digital arts center, san francisco, ca



gas works park, seattle, wa

ANALOGY

place



ecology



history



ecology

: design as an expression of the surrounding landscape/natural setting

case study: California Academy of Sciences

location: golden gate park, sf, ca

complete: opens september 2008

designers: renzo piano

design intent: integrate building with park, city-themed after 'seven hills of san francisco'

As materials in a natural setting find their 'natural' way, buildings and places can be designed to fit and complement their natural surroundings. As Frank Lloyd Wright stated "No house should ever be on a hill or on anything. It should be of the hill. Belonging to it, hill and house should live together each the happier for the other." Constructions that respond to site conditions such as topography, weather, native materials, and ecosystems will feel and act as part of the surrounding landscape and natural setting, enriching and honoring the site's ecology.

The California Academy of Sciences is designed to reflect its surrounding setting by alluding to the 'seven hills of San Francisco' through native plantings that cover the sculpted roof. The building touches on the iconic context of the hilled city in which it resides and literally takes-on the naturalistic park setting that surrounds it.

"It would have been hard for New York City's leaders to choose a piece of land that possessed fewer of the desirable characteristics of a park, or upon which more time, labor, and expense would be required to establish them."

**- frederick law olmsted
on Central Park**



diagram: create gestural impressions of site virtues that influence design.

design: integrate structure and nature, creating a new partner in the ecosystem.

another example: design that interacts.



california academy of science, san francisco, ca



visitor's center, zion national park, utah



Guiding Principles

1

The target area should be transformed into a **world-class waterfront public space**, comparable to the greatest waterfront public spaces, parks, and structures throughout the world.

2

Throughout the target area, the **waterfront should be accessible**, welcoming, and usable to the widest range of Bay Area residents and visitors from throughout the world. Vehicular access and parking are critical; ferry service and public transit should be explored.

3

Within the target area, landscape design, urban design, and architecture should be grounded in **“green” or sustainable design principles** (e.g., minimized energy consumption, use of recycled materials, respect for existing environmental conditions). Building materials of the highest quality should be used.

4

The **community should be involved** at every stage in the planning process throughout the target area.

5

The design must address:

- **operating issues**, such as minimizing maintenance costs, addressing safety, being versatile for a variety of uses over time.
- **site conditions**, such as soils, environmental remediation, habitat and other environmental issues.

6

All property owners in the target area should coordinate planning efforts in order to achieve **a unified, seamless experience for the area’s visitors and users**.

NOTES

Invited Guests (as of June 26, 2008)

Will Kempton, Caltrans
Bijan Sartipi, Caltrans
Tony Anziano, Caltrans
Kenneth Terpstra, Caltrans
Clive Endress, Caltrans
Steve Heminger, BATA
Andrew Fremier, BATA
Rod McMillan, BATA
John Barna, CTC
Stephen Maller, CTC
Dina Noel, CTC
Will Travis, BCDC
Joe LaClair, BCDC
Brad McCrea, BCDC
Pat O'Brien, EBRPD
Bob Doyle, EBRPD
Mike Anderson, EBRPD
Larry Tong, EBRPD
Mayor Ron Dellums, City of Oakland
Dan Lindheim, City of Oakland
Alex Greenwood, City of Oakland
Dan Westerlin, Port of Oakland
Henry Gardner, ABAG
Laura Thompson, ABAG
David Williams, EBMUD
Christine Monsen, ACTIA
Susan Moore, U.S. Fish and Wildlife

Working Group members

Kenneth Terpstra, Caltrans
Brad McCrea, BCDC
Bob Doyle, EBRPD
Alex Greenwood, City of Oakland
Stephen Maller, CTC
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